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SUPPORT

OTHER FUNDS AND PROGRAMMES

ACTIVITIES OF THE UNITED NATIONS SUDANO-SAHELIAN OFFICE

1989

Report of the Administrator

SUMMARY

This report is submitted in accordance with Governing Council decision 89/54 of 30 June 1989. It contains a summary of activities carried out by the United Nations Sudano-Sahelian Office in support of the efforts of the 22 countries of the Sudano-Sahelian region of Africa concerning desertification control and drought-relief activities.

The report includes an overview of the operational activities deriving from the two mandates of the United Nations Sudano-Sahelian Office. It presents projects and programmes initiated in recent years which are increasingly geared towards an integrated management and protection of the natural resource base, focusing on one or several of the following components: deforestation control, range management, soil and water conservation and sand-dune fixation. It also stresses the activities undertaken in the planning and co-ordination of desertification-control efforts at the country level, and the creation and strengthening of ecological monitoring facilities. The report notes the renewed momentum of activities in resource mobilization and the resulting increase of resources mobilized in 1989. Further, it summarizes the new initiatives launched in an effort to help increase public knowledge and information about environmental concerns. Also featured are activities directly related to desertification control carried out by other entities within the United Nations Development Programme.

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INTRODUCTION

1. In 1989, the Sudano-Sahelian region experienced above average rainfall compared to the deficit of the last 17 years. Emergencies such as outbreaks of the desert locust and, in certain countries, flooding following rainy seasons continued to threaten the physical condition of the region.

2. In spite of the various efforts to halt ecological degradation, the situation of natural resources continues to deteriorate further. Climatic variations, in addition to human activities such as the overexploitation of land and water, the overgrazing of rangelands and deforestation remain the driving forces behind the ecological degradation of the region.

3. To help address these challenges, the United Nations Sudano-Sahelian Office (UNSO), as the United Nations body responsible for the implementation of the Plan of Action to Combat Desertification in the Sudano-Sahelian region, continued its work, focusing on the protection and rehabilitation of the natural productive resources and the promotion of sustainable development in 22 Sudano-Sahelian countries.

4. The present report summarizes some of the activities of the United Nations Sudano-Sahelian Office for the year 1989 undertaken under its two mandates: (a) assistance to the drought-stricken countries in their programmes of drought-preparedness and recovery, rehabilitation and medium- to long-term development; and (b) assistance, on behalf of the United Nations Environment Programme (UNEP), in the implementation of the Plan of Action to Combat Desertification, under a joint venture between UNEP and UNDP.

I. SUPPORT FOR PLANNING, CO-ORDINATION AND ECOLOGICAL MONITORING

5. During 1989, UNSO continued to provide assistance to Governments in the planning and co-ordination of anti-desertification activities. Underlying these efforts were the growing evidence and conviction of the need to provide a framework for the integration of environmental considerations into the overall economic and social development of the countries.

6. UNSO strategy in this area entails close co-operation with Governments in the formulation of strategic policy frameworks and programmes aimed at protecting the productive capacity of the natural resources of each country. This strategy also includes the establishment or strengthening of national mechanisms to ensure the coherence and implementation of programmes identified. Specific efforts initiated or under way concentrate on reinforcing the capacity of governmental bodies to carry out effective planning. Assistance is also provided for the establishment of advisory/co-ordinating units, scientific advisory councils or national committees for desertification control. In countries where important advances have been made in terms of policy formulation, and based on government requests, UNSO focused its support on the establishment or strengthening of efficient institutions, to take the initiative in programme development.

7. In Tanzania, UNSO provided support for the establishment of a mechanism for co-ordinating desertification control activities. The project, which has helped establish a Drought and Desertification Control Unit within the National Environment Management Council, is also assisting with the preparation of a national plan to combat desertification, the establishment of a data base on drought and desertification issues and the mapping of areas threatened by desertification.

8. Similarly during 1989, UNSO initiated arrangements with the newly established Ministry of Arid and Semi-Arid Areas and Waste Lands in Kenya, for initial support in the planning and formulation of desertification control policies and programmes. The project operations, which will start in 1990, will help improve the Ministry's capacity in training, planning, public information and grass-roots outreach.

9. In Mali, UNSO continued to assist in improving the operating and institutional capacities of the Government in monitoring and co-ordinating its efforts in desertification control. In the overall context of the UNDP round-table process, there was an emphasis on sectoral/thematic follow-up meetings, in which UNSO played a leading role in co-ordinating follow-up action, thus ensuring a linkage between the round-table meetings and local dialogue. As was the case in the first round-table follow-up meeting, UNSO supported the second sectoral follow-up meeting in 1989 on the theme of desertification control. At the meeting, substantive policy exchange between donors and the Government took place on the formulation of specific actions and programmes needed for the implementation of the national plan to combat desertification. Also, outstanding issues such as the national forest action plan were subjected to thorough discussions; agreement was reached for the integration of the latter into the national plan to combat desertification. The meeting was instrumental in facilitating the increased flow of financial resources in support of desertification control activities and in identifying technical assistance needs and priorities. A number of donors committed themselves to financing specific projects or programmes based on the action plans that were presented by the Government.

10. Other examples of activities in the area of planning and co-ordination include:

(a) In Mauritania, assistance to the unit responsible for natural resources management within the Ministry of Rural Development, to strengthen its capacity in planning and formulating desertification control policies and programmes. The project supported the elaboration of comprehensive environmental plans which provided a framework for the integration of natural resources conservation into overall economic and social development;

(b) In Guinea-Bissau, assistance to the Government to finalize its national plan for desertification control and set up appropriate mechanisms to formulate and co-ordinate the implementation of programmes and activities based upon such a plan;

(c) In Chad, assistance to the Government to prepare a national plan of action to combat desertification. The project was prepared in close co-operation with the Permanent Inter-State Committee on Drought Control in the Sahel (CILSS).

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11. In line with the new emphasis given to the support of ecological monitoring, UNSO continued its support for the monitoring of environmental processes and phenomena, and the study of the impact of anti-desertification measures. In general, data available in the Sudano-Sahelian region, particularly ecological data, are far from adequate in quality and quantity and have not yet been recorded long enough to be useful for building models with effective prediction capabilities. In 1989, UNSO continued to assist the Ecological Monitoring Centre in Senegal, which has evolved into a dynamic unit, capable of undertaking remote sensing, aerial surveys and ground monitoring for gathering information on biomass production, in particular in grasslands, as well as estimating livestock numbers and distribution. Over the last two years, the Centre has played a leading role in the development of methods to measure the extent of bush fires and to estimate rainfall distribution. Based on its experience in Senegal, UNSO is currently involved in the formulation of a similar project in Somalia.

12. In Chad, UNSO provided assistance for a project to improve planning and management of agricultural, silvicultural and pastoral resources. Using pictures from the telecommunications satellites LANDSAT and SPOT, the project will produce maps and data on livestock population and distribution, vegetation cover, bush fires and wind and water erosion features for two northern regions of the country as a tool for improved natural resources management.

13. In keeping with the emphasis of UNSO on increased support for planning and co-ordination, programmes are currently being finalized to assist Governments in the preparation of national action plans or to co-ordinate their desertification control activities. This is taking place in Burkina Faso, Cameroon, Guinea, Guinea-Bissau and Niger.

II. PROGRAMMES AND PROJECTS

14. By the end of 1989, ongoing UNSO projects reached a value of approximately $100 million, focusing primarily on four broad categories: deforestation control; rangeland management and water resources development; soil protection and sand-dune stabilization; and integrated land management.

Deforestation control

15. Deforestation is regarded as one of the major factors of land degradation and desertification. The causes of the crisis are rooted in agricultural practices and energy demands. Indeed, with ever-greater demands for land to feed growing populations, and for fuelwood and wood products, pressures on forests continued to increase. The replenishment of wood supplies through afforestation and reforestation remains a means of combating deforestation, while at the same time satisfying the growing demands for fuelwood, shelter and other needs.

16. UNSO initiatives in this area call for: (a) increasing the supply of wood resources through afforestation and reforestation, agroforestry, community forestry and the restocking of gumbelts; (b) reducing the demand and improving the

management of wood resources through improved technologies and wastage reduction; and (c) substituting wood resources by other biomass or non-biomass forms of energy resources.

17. In the context of afforestation control and environmental protection, UNSO initiated in 1989 a $2 million project aimed at restocking the Gum Arabic Belt in Darfur, the most western region of the Sudan. Darfur has become partially deforested as a result of repeated droughts and migration from the rural to the urban areas, which has left the gum gardens untended. The Acacia senegal gum species acts to fix nitrogen and is therefore particularly suited for desertification control. Once the project is under way, the income generated from the sale of the gum is expected to make this species attractive to farmers. The project includes a strong sensitization and education component and provides for the establishment of nurseries to ensure the supply of sufficient quantities and varieties of tree species apart from Acacia senegal. The project will also initiate activities to introduce fast-growing fuelwood species as well as encourage shelterbelts around farms, villages and towns. This project is supported by UNSO through donations from the Government of Norway and from the Arab Gulf Programme for United Nations Development Organizations (AGFUND) as well as an indicative planning figure (IPF) contribution. UNSO is supporting a similar project for the regeneration of Acacia senegal in Mali.

18. With five East African countries, namely Djibouti, Ethiopia, Somalia, Sudan and Uganda, UNSO pursued arrangements for launching tree-seed projects under financing from the Danish International Development Agency (DANIDA). These projects will seek to establish and strengthen national and regional tree-seed centres for the purpose of collecting, screening, storing and distributing high quality tree seed to alleviate the current seed shortage often faced by planting programmes.

19. In Burkina Faso, UNSO provided assistance to enhance rural energy supplies through village woodlot and community forestry. During earlier phases, the project successfully established 1,600 ha of fuel woodlot, 2,900 ha of multipurpose tree plantations and over 100 km of windbreak. By the end of the project, the village woodlot and multipurpose plantations will increase by 3,000 ha and 1,600 ha, respectively. In addition, the project supports an agroforestry land-use system in eight villages, each consisting of 50 farmers. Support is also extended to some 100 village and government nurseries to promote the planting of multipurpose local species with a target of 4 million seedlings.

20. In the field of energy conservation, UNSO supported a pilot demonstration project in the Sudan which came to an end during 1989. The project sought to demonstrate the feasibility of producing fuel briquettes from agricultural residues (groundnut shells and cotton stalks) thus saving valuable forest resources from being cut for fuelwood. The results of this project have been very promising and UNSO, with DANIDA funding, is planning to support it for another two years.

21. Negotiations were completed with the Government of Burkina Faso and the Swedish International Development Agency (SIDA) to continue the financing of a project for improved cooking stoves for another three years, beginning in 1990. The new phase will develop self-sustainable marketing channels and enhance the national capacity for manufacturing and distribution of over 200,000 stoves.

22. Another project in the Gambia has made significant progress towards achieving sustainable production and distribution of improved cooking stoves. The total number of stoves disseminated is well over 40,000 for a total of 82,000 households. In addition, the project trained 85 blacksmiths in 54 workshops country wide; 760 potters in 36 villages; 20 field staff in stove production, survey techniques, marketing, dissemination strategies and accounting methods. The project, which was extended for two more years, is now focused on promoting stove dissemination in the rural areas.

Range management and water resources development

23. Because of the excessive utilization of vegetation, including pastures, trees and shrubs used for browsing, the Sudano-Sahelian region is highly susceptible to rangeland deterioration. This process can be observed particularly at watering places, where animals congregate. Through various projects, UNSO supports government efforts aimed at arresting the deterioration of fragile rangeland ecosystems.

24. In 1989, UNSO continued to support the second phase of the project for the integrated development of the lake zone in Mali. As of 1986, the project had established 12 village-level organizations to ensure the management of rehabilitated land and the regeneration of bourgou, an aquatic plant; introduced vegetable gardens in 10 villages; and initiated family-based reforestation in 19 target villages. In the coming year, the project aims to carry out water and soil conservation experiments and conduct socio-economic surveys relating to the rational management of Bourgou pasture. Preparation is under way for a third phase to help consolidate earlier successful phases.

25. Support for projects dealing with the construction of small earthen dams, groundwater development and water conservation for irrigation, livestock and households continued during the reporting period. In Mauritania, the UNSO contribution of $160,000 is supporting a project that aims to improve the supplies and management of water resources in the rural areas of the country. The project includes the irrigation of small-scale perimeters for small farmers, as well as assistance for maintenance systems, considered vital to sustainable water projects.

Soil protection and sand-dune stabilization

26. The soils in most of the Sudano-Sahelian region are structurally fragile with low humus content and poor water retention capacity. Because most of the land is exposed to wind and rain, the region is experiencing soil degradation of one form or another combined with overexploitation of the land.

27. UNSO has continued funding Phase II of the integrated programme of sand-dune fixation (UNSO/SEN/89/X01) in Senegal. During Phase I, 950 ha of dunes were fixed, 125 km of windbreaks erected, 200 ha of village woodlot established and 600 ha of soils treated to improve fertility. The success of the first phase and the large extent of the problem led to agreement on the implementation of Phase II. With funding from the Government of Norway in the amount of $2.1 million, the project aims to extend the activities initiated under the first phase by implementing a range of agro-forestry activities such as dune stabilization, recovery of soil fertility, road protection, and the establishment of windbreaks and woodlots as well as strengthening national capabilities to carry out further activities.

28. In Mauritania, UNSO continued its support to the nation-wide programme of sand-dune fixation. The first phase of the project was instrumental in the construction of barriers across dried expanses to change ruinous wind patterns and to stabilize about 850 ha of dunes at 15 sites. The present phase, for which the Government of Denmark made a contribution of $5 million, will extend the number of sites to 40 and will yield combined agro-sylvo-pastoral development.

29. In Cape Verde, UNSO continued to support the implementation of the management master plan of the Sao Joao Baptista valley. The second phase, currently under negotiation with the Government of Norway, involves the management of natural resources, the improvement of infrastructure for water harvesting, and the promotion of popular participation and sensitization.

30. Support was extended to anti-desertification efforts in the coastal areas of Shallambot and Brava in Somalia. A project was prepared to arrest the movement of sand dunes which now threatens pastures, farmland, human settlements and infrastructure, through the planting of seedlings. New species of vegetation will also be introduced that will have both environmental and commercial value to local people.

Integrated land management

31. Because the causes of desertification are interrelated, UNSO has been supporting an integrated land-management approach - a multi-sectoral, multi-faceted approach to solving the problems of an area by combining different production activities, such as cropping, livestock rearing and forestry.

32. During the past year, with $22 million from SIDA, UNSO has been developing a programme specifically geared towards addressing land management and the rehabilitation of vegetation cover in the Sahel, more specifically in Burkina Faso, Niger and Senegal. The objective of the programme is to contribute, through a number of thematically related national projects, to the promotion of agro-forestry activities; the management of natural resources at village level; the improvement of agro-sylvo-pastoral systems of production; the promotion and diffusion of improved cooking stoves and training of women and local artisans for their manufacture; the sensitization of the population to the problem of desertification; the strengthening of relevant community and government institutions and other related activities.

33. Under this programme, two projects in Burkina Faso (see para. 21) support the construction and diffusion of improved wood stoves and the development of collective and family woodlots with the aim of improving the local conditions for agro-pastoral activities and meeting population needs for firewood, timber and other forest products through reforestation. The projects further aim at the improved management of natural forests and family/collective woodlots, as well as conservation of firewood through the use of improved cooking stoves and the natural regeneration of ligneous vegetation.

34. In Niger, the agro-forestry activities undertaken during previous project phases will be continued with a more integrated agro-sylvo-pastoral approach. New surveys and interventions will help to identify improved and sustainable cropping systems and land-use patterns, which will be extended in order to make better use of the natural resources on a sustainable basis.

35. In Senegal, the integrated afforestation project in the Louga, Bakel and Mbaké regions aims at the development of sustainable production systems and land-use patterns through the extension of appropriate agro-sylvo-pastoral technical packages, the integration of trees on farm land (multipurpose tree planting) and soil and water-conservation measures. The project also supports community development activities through the sensitization of people to environmental issues, support for grass-roots initiatives, the establishment of family and school woodlots and the development and diffusion of improved woodstoves.

36. With $1.8 million funding from the Government of Norway, the second phase of the project Development of the Lake Faguibine System (MLI/85/X05) is now under way in Mali. The overall objective of the project is the restoration and conservation of the food production potential of the Faguibine zone and the provision of water to the villagers. During the first phase, where the project also benefited from an IPF contribution, a prefeasibility study was undertaken to develop an efficient water flow system to optimize agricultural production. In addition, priority earthworks and vegetation restoration have been carried out with extensive involvement of the community. The second phase of the project will complete remaining studies and surveys on the physical, economic and climatic situation to obtain a scheme for optimal utilization of the land in the Lake Faguibine zone and will proceed with the channel clearing works.

III. RESOURCE MOBILIZATION

37. In 1989, the total amount of resources mobilized by UNSO through the UNSO Trust Fund was $37.5 million, an increase of over 37 per cent over the resources mobilized in 1988.

38. As in the past, the bulk of the resources mobilized, $22.5 million, was in the form of contributions earmarked for specific projects under trust fund arrangements, identified and formulated jointly by recipient Governments, UNSO and donor agencies. The 1989 figure represented an increase of almost 14 per cent over the earmarked project resources mobilized in 1988. Pledges for 1989 to UNSO general resources totalled $6.7 million. In 1989, funding amounting to $8.2 million was obtained under Management Service Agreements.

39. During the period under review, UNSO stepped up its fund-raising efforts while maintaining regular consultations with its main donors, namely, Denmark, Norway and Sweden. Discussions were held with governmental authorities from Canada, Finland, France, Italy, Japan and the Netherlands. Most of these meetings provided an overall confirmation of donor interest in continuing or initiating co-operation with UNSO. Indeed, in 1989, France joined the group of UNSO donors by announcing a pledge to UNSO General Resources. In addition, agreement has been reached between UNSO and France to develop a special initiative called "Observatory of the Sahara and the Sahel" (see para. 46).

IV. CO-ORDINATION AT THE INTERNATIONAL LEVEL

40. UNSO continued its endeavour to establish and develop close relationships with other United Nations agencies, and international and regional organizations in areas of common concern. In this regard, the following activities were of note.

United Nations Programme of Action for African Economic Recovery and Development

41. In 1989, UNSO, as requested by the Office of the Director-General for Development and International Co-operation, provided a contribution to the United Nations Secretary-General's report on the implementation of the United Nations Programme of Action for African Economic Recovery and Development, 1986-1990 (UNPAAERD). The report focused on the totality of the efforts being made by African Governments, donor communities, and international co-operation agencies in combating desertification. It also revealed the existence of significant differences in the evaluation of similar issues by the African Governments on one hand, and the international co-operation agencies on the other. These differences in perception were related to issues such as deforestation, overgrazing, adverse climatic conditions, population pressure or sufficient financial resources.

42. Despite these differences, however, there is an emerging consensus on the usefulness of an approach to the problem based on establishing national plans that provide a framework for the integration of desertification control issues into the country's overall economic and social development. The report also noted that the return of the rains should not be a reason for complacency, but rather a stimulus to pursue fresh efforts to improve the management of the productive resource base. It urged both African Governments and donor communities to step up their efforts to improve resource flows and introduce better co-ordination of planning efforts to avoid duplication and ensure more efficient interventions. The agencies and organizations that participated in this collegial effort were: the Food and Agriculture Organization of the United Nations (FAO), the World Bank, UNEP, The World Food Programme (WFP), the International Fund for Agricultural Development (IFAD), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Industrial Development Organization (UNIDO) and the World Meteorological Organization (WMO).

UNSO/UNEP co-operation

43. UNSO further strengthened its relationship with UNEP during 1989. Following the opening in 1988 of the UNSO regional office in Nairobi, Kenya, a new quality has been added to the relationship under UNEP. The new UNSO office has enabled the further strengthening of arrangements for the exchange of views and information and the co-ordination of activities of common interest.

44. In addition, co-operation with the UNEP global and ecological monitoring system has been established to support monitoring activities and the establishment of Geographic Information Systems (GIS). In this connection, there was growing collaboration between UNSO and UNEP/GEMS in the field of training, monitoring assistance and institutional linkages.

UNSO/Non-governmental organizations co-operation

45. During 1989, UNSO took over the role of institutional co-ordinator of the Sahel Information System, a non-governmental organization (NGO) information system operating in Burkina Faso, Mali, Niger and Senegal. Funded partly by UNSO General Resources and UNDP/UNEP Joint Venture funds, the project also obtained funding from the United States Agency for International Development (USAID) and from IBM Brussels through the Industry Council for Development. The project has established a network in the four countries under the NGO umbrella groups established there. Information is being gathered and exchanged on issues concerning natural resource management. Information users, apart from NGOs, include the Governments and multilateral and bilateral aid agencies. During 1990, UNSO will seek support to strengthen and maintain this system.

"Observatory of the Sahara and the Sahel" Programme

46. UNSO is the designated focal point within the United Nations system for the programme initiated by the French Government "Observatory of the Sahara and the Sahel". The objective of the Observatory is to complete and reinforce existing anti-drought and anti-desertification programmes in northern, western and eastern Africa. The programme intends to cover 20 countries of the region and establish communication networks with specialized scientific agencies within and outside Africa.

47. The programme is made up of three components. The first aims at reinforcing the structures for the continual monitoring of the environment. The second develops scientific research on different types of vegetation and their fitness for drought conditions: crops, pasture, forests and natural growth; it will also conduct research on water resources and their use; on methods of controlling erosion and maintaining fertility; and on socio-economic aspects. The third will test, disseminate and promote methods of prevention and correction and analyse existing agricultural and pastoral production systems and their reactions to droughts.

Contribution to relevant international and regional forums

48. Participating at various international forums provided another means for harmonizing views and the exchange of information leading to programme co-ordination. In 1989, UNSO participated in a series of meetings related to environmental matters and desertification issues such as the Inter-Agency Working Group on Desertification (IAWGD), the Designated Officials on Environmental Matters, the donor meeting of the African Centre for Meteorological Application for Development in Geneva and meetings organized by UNEP and the Club du Sahel.

V. SERVING AS THE UNITED NATIONS FOCAL POINT FOR THE PERMANENT INTER-STATE COMMITTEE ON DROUGHT CONTROL IN THE SAHEL AND THE INTER-GOVERNMENTAL AUTHORITY FOR DROUGHT AND DEVELOPMENT

49. In 1989, UNSO continued to strengthen working collaboration with and support for both CILSS and the Inter-governmental Authority for Drought and Development (IGADD). Consultations were held with CILSS and IGADD to discuss, plan or review programmes. The collaboration of UNSO with CILSS concentrated on the Sahel Institute in Bamako. Apart from assistance to the Institute itself, the collaboration included the following:

(a) Support for an integrated control programme against pest infestation of the Sahelian vegetation cover. Through the project, which is executed by the Institute, research and training is undertaken and co-ordinated;

(b) Training assistance for post-graduate level specialists and intermediary staff in rural development and desertification control, within the framework of the Integrated Grasslands Management Training Programme in the Sahel;

(c) Support for the development of a Sahelian environmental education programme at the secondary level (see para. 57).

50. In addition, UNSO continued its support for the five-year programme to ensure co-ordination and supervision of research related to drought and desertification in the CILSS member States. Attention was also given to the follow up on the diagnostic study carried out on the Lake Chad Basin as the first step towards formulating a rehabilitation and development master plan for the hydrological system.

51. To further improve and intensify its working relationship with IGADD, UNSO made arrangements to exchange information on a regular basis on major ongoing, planned or special activities, including meetings, seminars and workshops, and also to hold regular consultation meetings in Djibouti and in New York to enhance the effectiveness of their activities in the region. At present, UNSO is studying specific areas of collaboration with IGADD, namely in the preparation of regional sector strategies; the planning and launching of various initiatives intended to intensify public awareness and participation in desertification control activities; the provision of seed money for selected projects; and the provision of support to facilitate better access to information.

VI. INCREASING PUBLIC KNOWLEDGE AND AWARENESS ON DROUGHT AND DESERTIFICATION ISSUES

52. Increased attention is being given to ensuring that the greatest number of people are aware of the problems and efforts being made to combat drought and desertification. Accordingly, UNSO has taken steps to produce various publications and audio-visual aids, and to promote and encourage wider coverage of all aspects of natural resources management.

53. The first two issues of UNSO technical papers, prepared in 1989, will be issued in French and in English in the second quarter of 1990. The first publication will introduce readers to the methods and technologies currently in use for monitoring ecosystems, based on the experience of the monitoring centre in Senegal. The second will deal with the experience in Mali of the regeneration of bourgou (Echinichloa stagnina) to rehabilitate degraded natural pastures. These publications will offer to the development community, approaches and views drawn from practical UNSO experience.

54. During the reporting period, UNSO organized a subregional workshop in Ouagadougou, Burkina Faso on desertification control through its regional office in Ouagadougou and in collaboration with CILSS, UNESCO, and the United Nations Information Centre. The workshop, which brought together country experts, researchers and technicians dealing with desertification problems in the Sahel, was designed to sensitize journalists in the region on the problems and the issues related to drought and desertification.

55. In Uganda, a workshop entitled "A Green Future for Uganda" was held during September 1989 in co-operation with the Uganda National Council of Women and UNSO. Eighty participants from the Uganda Women's Tree Planting Movement, the National Council of Women and women from all districts of Uganda discussed environmental issues. They sought to encourage tree planting and to enhance public awareness of the risks and consequences of the loss of forest cover in the country.

56. UNSO financed the formulation of a CILSS programme designed to educate high school students to be effective channels for disseminating skills and attitudes which help in combating the effects of desertification. This programme, which was officially adopted by the CILSS Heads of State Conference in January 1988, aims at developing and incorporating an environmental education programme in all academic curricula within a span of 6-7 years. The programme is designed to provide students with better knowledge of their environment and of their relationship to it, and to sensitize them to environmental issues. The project, which is in its final stage of formulation, will introduce in the secondary school curricula educational information that promotes better care of the Sahelian natural resources. It will also ensure that the necessary institutional arrangements, such as trained teachers and teaching materials of good quality are at hand.

57. Other activities in the area of public information include a song festival in Nairobi, organized in collaboration with UNEP and the African NGO's Environment Network (ANEN), to promote public awareness of the need to protect the African

environment. The countries represented in the festival were: Kenya, Mauritius, Tanzania, Uganda and Zaire. The Government of Uganda has indicated its readiness to host the 1990 song festival and UNSO is considering contributing to the cost of this event. It is hoped that the 1990 event will involve a much larger number of participating countries.

58. Also, as in previous years, UNSO sponsored tree-planting days in Benin and Togo. Drawing on this productive experience, UNSO intends to continue organizing similar events elsewhere in the region.

VII. OPERATIONAL ARRANGEMENTS

59. In 1989, consultation arrangements between UNSO and UNDP core programme and other units such as the Regional Bureau for Africa (RBA), the Regional Bureau for Arab States and Europe (RBASE), the United Nations Capital Development Fund (UNCDF) and the United Nations Development Fund for Women (UNIFEM) and the Division for Non-Governmental Organizations have been strengthened. At the regional level, the UNSO offices in Nairobi and Ouagadougou continued to play an important role in facilitating contacts with regional organizations and the countries they cover.

60. At the national level, progress has been made in establishing and strengthening working arrangements for co-operation with UNDP field offices through regular programme reviews and participation at round-table meetings and various bilateral and multilateral donor meetings. UNSO has also provided some of the UNDP field offices with staff to assist in co-ordinating and monitoring UNSO activities in the field and ensuring closer linkages between UNSO projects and local co-ordination groups. UNSO has organized meetings of all UNDP Resident Representatives in countries covered by the UNSO mandates to ensure the exchange of information and better co-ordination and follow-up of UNSO activities.

VIII. ACTIVITIES OF OTHER ENTITIES IN THE UNITED NATIONS DEVELOPMENT PROGRAMME

61. Within UNDP, UNSO works closely with other entities, in particular with RBA, RBASE and UNCDF on activities relating to drought and desertification in the Sudano-Sahelian region. These and other units of UNDP co-ordinate their activities through, inter alia, the UNDP in-house working group on drought and desertification control, which is chaired by the Director of UNSO in his capacity as Special Advisor to the Administrator on Drought and Desertification. In addition, there is an environment action team, under the chairmanship of the Technical Advisory Division, which facilitates the exchange of information and planning of activities in the field of environment in general.

62. During the period under review, UNDP involvement with desertification control programmes has been significant. Its activities have helped to protect valuable natural resources, conserve soils, reclaim rangelands and protect forests, watersheds and wildlife. In association with other agencies of the United Nations system, IPFs provided support to a number of projects. Some of these projects and activities are mentioned below.

63. In Djibouti, within the framework of the second country programme, which stressed the control of water resources and the development of agricultural irrigation, UNDP provided financing to support the planning and management of water resources and the provision and improvement of water wells in the districts of D'Obock and Dikhil and Ali-Sabieh. Financing was also provided to survey the underground water potential for exploitation and to ascertain the feasibility of planned reinvestment totalling $2 million in the area of hydro-agricultural development and rural migration. To alleviate Djibouti's dependence on importation of primary goods, UNDP is also assisting in the implementation of improved resources management and the preparation of national plans to protect the environment.

64. In Somalia, in response to the serious desertification problems faced by the country, and in accordance with the fourth country programme, UNDP allocated $1.3 million for the establishment of a Natural Water Centre, and over $700,000 to improve the state of water reservoirs. Financing amounting to $1.1 million was also provided to support the establishment of a mechanism to manage forestry and wildlife resources. Other projects financed by UNDP in Somalia will assist the Government to make a comprehensive assessment of its environmental strategy and establish an inventory of environmentally degraded areas; to establish a disaster-preparedness and emergency-response unit to cope with droughts and their consequences; and to set up a network of water relief sources and prepare a National Forestry Action Plan.

65. In Cape Verde, UNDP provided $1.1 million in technical assistance to help improve the exploitation and management of Cape Verde's water resources based on an improved evaluation of present and future needs. UNDP also contributed over $700,000 for technical assistance and the acquisition of drilling equipment and vehicles to support 25 boreholes in villages in Borno State, Nigeria.

66. In the Sudan, $700,000 was allocated to establish an economic water planning model and a computerized database to improve land and water resources development. UNDP also supported an area development scheme aimed at achieving rural development in selected areas of the Sudan. Over $11.8 million has been allocated to this project to improve agricultural production, increase rural family income and ensure environmentally sound production systems. Other projects aim at reducing the country's energy dependence on fuelwood; enhancing the sustainable exploitation of water resources; and raising the standards of living of the rural population.

67. In Togo, UNDP contributed over $800,000 to help the Government improve the living conditions and incomes of the rural population by setting up and executing a village forestry development programme. UNDP also supported the preparation of the National Forestry Action Plan of Togo and provided over $700,000 to establish a geographic data bank and prepare a master plan.

68. In Mali and Mauritania, UNIFEM and UNSO are co-financing two improved stoves projects. In the case of Mali, the project involves a large-scale dissemination scheme of improved cooking stoves, the modification of supply channels for wood; and research for the development of alternative fuels. In Mauritania, the project involves the design and implementation of an integrated strategy for a wide

distribution of the stoves in the country. It is expected that both projects will contribute to the struggle against desertification as well as the reduction of household expenses for the purchase of domestic fuels and the lessening of women's work-load.

69. In Benin, UNCDF approved $4.5 million for a livestock development project which is also aimed at developing grazing resources. The aims of the project are to improve animal disease control, provide plants and seeds for fodder production, promote intensive breeding and train agro-pastoralist groups to manage their range resources.

70. The United Nations Volunteers (UNV) provided a wide range of specialists in promoting a more ecologically sound use of natural resources. In 1989, a UNV expert served on a UNSO-supported project in Mali to evaluate the impact of new types of improved stoves in urban areas. In Mauritania, three UNV experts were involved in the promotion of alternative agricultural technologies and the formulation of plans for sand-dune fixation. UNV experts have also served in Somalia on FAO-executed projects in carrying out a number of country-wide surveys on water availability and water use, and the training of national surveyors and soil technicians.

IX. CONCLUSION

71. Despite the growing commitment of development agencies and the countries of the Sudano-Sahelian region, there is strong evidence that the physical condition of the region continues to deteriorate, in some cases perhaps irreversibly. This threat can be averted only through concerted actions among all the partners in development: Governments, bilateral and multilateral institutions and NGOs, both local and foreign.

72. As we enter a new decade, environmental issues have been moving towards the top of national and international political agendas. The Conference on the Environment and Development, to be held in 1992, will be an important forum to launch a new era of international co-operation. As requested by the General Assembly last December, UNSO will work closely with the countries of the Sudano-Sahelian region to help articulate and follow up on the issues related to drought and desertification.

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POLICY

OTHER FUNDS AND PROGRAMMES

UNITED NATIONS DEVELOPMENT FUND FOR WOMEN

Report of the Administrator

SUMMARY

The present report is submitted by the Administrator in accordance with General Assembly resolution 39/125 of 14 December 1984, by which the Assembly established the United Nations Development Fund for Women (UNIFEM) and requested the Administrator to submit to the Governing Council an annual report on the operations, management and budget of the Fund.

The report gives an overview of the management of UNIFEM, highlighting operational activities and analysing programme outputs. The report also summarizes the advice of the Consultative Committee on the Fund and provides information on the financial status of UNIFEM.

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I. INTRODUCTION

1. In accordance with General Assembly resolution 39/125 of 14 December 1984, the Administrator of the United Nations Development Programme (UNDP) submits this report reviewing the operations, management and budget of the United Nations Development Fund for Women (UNIFEM) during 1989.

2. UNIFEM used the year 1989 to prepare a strategic approach to the decade leading up to the year 2000. Within its mandate and recognizing the challenges of delivering programmes which benefit women and demonstrate to larger funding agencies successful models of intervention, UNIFEM initiated an ongoing process of strategic planning. Staff have contributed to the development of a mission statement and collaboratively set strategic objectives for UNIFEM's work in the areas of programme focus, management systems, and financial and human resources. The objectives have been incorporated into individual and organizational workplans. Progress has been made in achieving these objectives; some specific achievements are noted in the body of this report. A comprehensive review of implementation and updating of objectives is scheduled for a staff workshop in May 1990.

II. PROGRAMME MANAGEMENT

3. UNIFEM programme priorities fall within its General Assembly mandate for innovative and catalytic activities. To be strategic in the use of UNIFEM's resources, programming seeks those innovative activities which not only successfully meet women's needs for improved production in their contribution to development, but which also have potential for a multiplier effect through replication or incorporation by other agencies. In close co-operation with UNDP, UNIFEM programmes seek to influence mainstream development decision-making directly. Specific activities may involve the funding of data collection, expertise, training, or advocacy to increase the capacity of Governments, institutions and agencies to include or address gender issues.

4. At the regional level, UNIFEM programmes are further defined by regional strategies: the Africa Investment Plan (AIP); the Participatory Action Programme for Latin America and the Caribbean (PAPLAC); and the Asia and Pacific Development Strategy (APDEV). These strategies have been developed after extensive consultations with women in each of the regions. As noted below, the past year has seen an effort to sharpen regional strategies, in line with the priorities of the regions and consistent with the overall strategy of UNIFEM. Even though the programmes of Western Asia (Arab States located on the Asian continent) are managed as part of the Asia/Pacific Section, the experience and needs are distinct. Therefore, in response to a request by the Consultative Committee and in consultation with Governments and women leaders, a Western Asia Strategy was developed, approved and put into operation. Moreover, where appropriate within regions, subregional approaches which focus UNIFEM resources are developing. For example, in 1989 the groundwork was laid for a subregional strategy for the Caribbean.

5. UNIFEM continues, for the medium term, its technical support to women's access to food technologies and to credit and financing for micro-enterprises. These technical programmes which have been piloted chiefly in Africa are, as noted below, being expanded globally. Staff are being redeployed to create a technical unit to give support globally to food technology and credit/small enterprise initiatives, as well as to strengthen UNIFEM's capacities to monitor, evaluate and disseminate findings from activities.

6. The following paragraphs of this section highlight examples illustrating UNIFEM's innovative and catalytic activities in the regions and the strategic directions charted for the 1990s. They also review the lessons of UNIFEM's experience in two technical programmes and outline planned geographic extensions and new approaches.

A. Africa region

7. The Africa Investment Plan (AIP) is the framework which sets the sectoral and technical priorities for UNIFEM programming activity in Africa. AIP became operational in 1984 as a plan reflecting priorities coming from the region itself, most particularly the Lagos Plan of Action for the Implementation of the Monrovia Strategy for the Economic Development of Africa, Africa's Priority Programme for Economic Recovery 1986-1990, and more recently with the recommendations of the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UNPAAERD). AIP will be reviewed in 1990 to take into consideration issues arising out of the Abuja Conference to Assess the Implementation of the Nairobi Forward-looking Strategies for the Advancement of Women and the African Alternative Framework of Structural Adjustment Programmes for Socio-economic Recovery and Transformation, both of which have been prepared by the Economic Commission for Africa.

8. Accordingly, the 12 UNIFEM projects approved during 1989, along with advocacy, workshops, monitoring and other programme activities, have all focused on the following areas: food and agriculture; energy and environment; micro-enterprise development, trade and commerce; and human resources development.

9. Within these sectors, programme activities seek to demonstrate viable methods of meeting women's needs, in order to promote replication and to encourage mainstream programmes to incorporate women.

10. UNIFEM has continued to give direct support to projects which may serve as models or which will persuade others to adopt methodologies which benefit women. Such projects in 1989 include a project testing participatory approaches to increasing rural women's productivity (Malawi); two projects in Togo and Burundi which strengthen local institutions to deliver agricultural training to women; a project in Uganda to strengthen the planning and project formulation capacity of the Ministry of Women in Development; and a project in rural Egypt which aims to demonstrate the potential of accessible credit for village women. The importance of projects such as these often extends beyond the women directly involved. They give visibility to concepts such as credit for women, energy conservation (improved stoves), or women's agricultural roles.

11. Using its experience since 1984, the Fund was able to work with Governments and larger agencies to formulate and launch projects and programmes with a far greater scope than could be attempted with UNIFEM's own resources. For instance, UNIFEM gave its technical assistance to UNDP to develop a four-country credit programme in Africa amounting to $US 2.4 million; and $US 4 million funding from the Government of Denmark was mobilized for a women's credit scheme that will be executed by the Government of the United Republic of Tanzania.

12. UNIFEM's experience has been applied in other programming efforts. The Government of Ghana, through the National Council of Women, invited UNIFEM to assist in formulating a women's component within the Programme of Actions to Mitigate the Social Costs of Adjustment (PAMSCAD). This assistance has resulted in the development of an integrated project which will address the alleviation of poverty through employment generation. Particular attention will be paid to enhancing opportunities for women who have been the most affected by the Economic Recovery Programme. The integrated project has attracted over $2.4 million in co-financing by other development agencies. During the preparation of this initiative, UNIFEM saw that the main PAMSCAD project could also address the needs of women, and therefore it funded a series of workshops and hired a consultant to assist the PAMSCAD programme fully to integrate women in development (WID).

13. In the southern African subregion, UNIFEM has continued to strengthen working relations with the Southern African Development Co-ordination Conference (SADCC). The Fund presented a report on its work in the SADCC region, and its recommendations for promoting recognition of and attention to women, at the 9th and 10th Consultative Council of Ministers' meetings held in Angola in February 1989 and in Zambia in February 1990. As part of this work, UNIFEM assisted the Zimbabwean Small Enterprise Development Corporation (SEDCO) to host a meeting of small industry support agencies in the SADCC region in October 1989. The meeting resulted in the identification of regional priority objectives for action that will promote women's economic role in the informal sector, including the establishment of a revolving fund for poor women involved in income-generating activities which fall outside the mandate of banking institutions. In addition, the SADCC secretariat has approved UNIFEM's proposal to hold gender-awareness workshops for all SADCC organs in 1990.

14. In order to facilitate sound project implementation and to ensure timely documentation of project experience, the Africa Section has given increased priority to monitoring, fielding 10 missions to Cameroon, Gabon, the Gambia, Kenya, Lesotho, Mali, Mozambique, Senegal, the United Republic of Tanzania and Zimbabwe. Emphasis has been given to monitoring in the early stages in order to ensure that inputs are in place and to brief project managers and executing agencies on managerial and reporting responsibilities.

15. UNIFEM staff also attended the tripartite review held in Mali in October 1989 for project MLI/86/W01, "Dissemination of Improved Stoves and Assistance to Channels of Supply in Firewood in Kayes", and were therefore able to make specific recommendations to ensure that in the forthcoming project evaluation and reformulation, women are incorporated, not only as users of stoves but also as suppliers of firewood.

16. This and other experiences indicate that in order to ensure sound project management, it would be valuable for UNIFEM to participate in tripartite reviews of projects whenever possible. In addition to staff project monitoring, and in the absence of field staff, a consultant has been monitoring UNIFEM projects in Sierra Leone. Over a three-month period, the consultant has been able to provide training in project management. This, however, is not a unique example, and the Fund is increasingly aware of the need for staff involvement to guide project execution and to guarantee the institution-building which contributes to sustainability.

17. UNIFEM has an active portfolio of 81 projects with an approximate value of $US 13.5 million in the Africa region. In 1989, 12 new projects were approved for implementation with a total of $1,744,805.

B. Asia, Pacific and Western Asia region

18. The framework for UNIFEM programming in Asia and the Pacific was set in the Asia and Pacific Development Strategy (APDEV) approved in 1988. APDEV is intended to enhance the effective participation of women in three priority sectors: agriculture, environment and industry.

19. In order to focus UNIFEM's work within these very broad priorities, the Asia/Pacific Section developed during 1989 a more focused strategy called the "impact points" strategy. It identifies four points of intervention that could have significant impact on large numbers of poor women. These four impact points are: macro-policies, data and statistics, gender-sensitizing training, and institution strengthening, particularly of institutions that deliver key resources and services to both women and men.

20. In addition, during 1989 a specific strategy for Western Asia was prepared following consultations with women's leaders and Governments of the region. Responding to the distinctive situation and priorities of the subregion, the UNIFEM Western Asia Strategy (WAS) focuses on activities enabling women to have access to resources and skills to meet their goals for participation in economic production.

21. Projects approved in 1989 include a project in Nepal which combines teaching women literacy while also teaching them techniques to inseminate native goat stocks artificially. It is being implemented by a non-governmental organization (NGO) in collaboration with the Women in Development Section of the Ministry of Local Development, which has implemented a highly successful programme with grass-roots women in Nepal. A Women in Inland Fisheries project in Pakistan aims at developing a model for strengthening linkages between government departments and NGOs in delivering services to women. In China, work was completed in 1989 on developing credit guidelines and procedures that will make possible the launching, through the mechanism of a credit fund provided by UNIFEM, of a clothing factory and a rabbit production unit operated by women.

22. Consistent with the Fund's APDEV strategic plan for enhancing women's access to and control over resources, UNIFEM provided support to the training and employment of women in an export-oriented industry in the Philippines. The women of San Miguel

will now be able to increase the output of their household-based stuffed toys for export with the introduction of high-speed sewing machines and the establishment of a central service facility. The project has demonstrated a favourable impact in terms of skills and employment for 400 women, and has attracted additional funding from banks, thus mainstreaming women's economic participation.

23. In Jordan, UNIFEM has been closely monitoring an experimental enterprise to scale up, to a commercial basis, production of prepared foods by the General Federation of Jordanian Women. In Yemen the Fund, in collaboration with the UNDP field office, has formulated a project proposal to bring women into commercial handicraft production.

24. In view of the large population of the region and the limited number of projects UNIFEM can fund each year, APDEV and WAS programme activities are also aimed at influencing other development resource decision makers. To be an effective catalyst, the Asia/Pacific Section has identified target institutions with potential for maximum impact on women. Specific strategies to influence them, including those already found successful in catalysing government and other institutions, are being developed. For example, in Bangladesh the inclusion of UNIFEM technical consultants on the high-level team undertaking a comprehensive review of agriculture sector policy and on an international team to assess the capability of BRAC (the largest NGO in Bangladesh) to set up its own bank, led to positive outcomes. In the agriculture sector policy review, the UNIFEM consultant was catalytic in making visible the important role of women in Bangladeshi agriculture, and in helping to galvanize government and international donor community support for more resource allocations for women in agriculture. The participation of the UNIFEM consultant in the BRAC mission helped to ensure women's inclusion in all activities of the future bank. In the Philippines, UNIFEM support to the National Commission on Women led to the formulation of a first-ever Philippine Development Plan for Women as a companion piece to the Government's Medium-Term Development Plan. The participatory formulation exercise, including government ministries and NGOs, has developed a broad base of commitment to the strategies and specific targets contained in the plan.

25. Following a successful effort in 1988, in consultation with 10 Governments of the Pacific, to prepare a project incorporating women in mainstream national planning, UNIFEM attracted funding from donors in 1989 to support this project. The Government of Australia and UNDP are adding approximately $475,000 and $385,000, respectively, to UNIFEM's seed investment in order to permit implementation.

26. In 1989 UNIFEM collaborated with the United Nations Children's Fund (UNICEF) in a workshop to draw the attention of United Nations system planners to means of involving women in the planning and implementation of emergency and reconstruction assistance for Afghanistan.

27. UNIFEM continues to develop areas of specialization in which pioneering approaches are tested, refined and documented so that the "success stories" may be replicated by other development agencies and/or may be used as models of development which can be adapted to different development scenarios and scaled up as appropriate.

28. UNIFEM has an active portfolio of 41 projects with an approximate value of $4.5 million in the Asian region. In 1989 11 new projects were approved for implementation with a total of $1,638,907.

C. Latin America and Caribbean region

29. UNIFEM's priority to assist poor rural and urban women in developing countries around the world guides its Participatory Action Programme for Latin America and the Caribbean (PAPLAC) - a plan of action designed in accordance with the regional and global priorities stated in the Nairobi Forward-looking Strategies for the Advancement of Women, and with the assistance of the Economic Commission for Latin America and the Caribbean (ECLAC). PAPLAC incorporates a participatory framework in which women of the region play their part in defining the priorities and strategies for the advancement of their societies. In the past year the Latin America and Caribbean Section has further refined this approach by identifying three major areas of intervention: agriculture/food security (food production and availability of food at affordable prices); environmental issues (which are directly related to the level of critical poverty in the region and those related to agriculture and the use of chemical substances); and income generation and creation of employment.

30. Within these areas, UNIFEM programme activities seek to make an impact at the grass-roots level, as well as with middle-level technicians who implement programmes, and with policy makers.

31. The work of the Latin American and Caribbean region is divided into five subregions: Central America, Mexico, Panama and the Spanish-speaking Caribbean; the English-speaking Caribbean; the Andean countries; Brazil and the Southern Cone. It is planned to develop strategies and operational plans for each of the subregions to maximize use of UNIFEM's financial and human resources. In 1989, development of such a strategy for the Caribbean was well advanced, while UNIFEM's participation (see below) in the Regional Inter-agency Plan concerning women and critical poverty will lay the basis for the preparation of the strategy in the Andean and the Central America/Spanish-speaking Caribbean areas.

32. A project example that demonstrates the development of a grass-roots level project using a participatory methodology is the Tempoal Women's Socio-Economic Development Programme in Mexico. The objective here is to strengthen a process initiated four years ago, namely, the production and adoption of simple technologies using locally available material while promoting at the same time the use of technical co-operation between developing countries. The women of the village of Tempoal have been trained in non-traditional skills in Colombia and will be producing water pumps. In accordance with PAPLAC's focused strategy in generating stable employment and increased wages, the project helps women to identify economically feasible activities, strengthen their organizational capacities, gain recognition from local authorities and improve the living standards of their families and community. The women are making considerable progress and have already produced a number of pumps. The factory began production in May 1990.

33. One of the projects which directly benefits women traders also aims to assist them to enter the commercial mainstream. The Dominican Hucksters Association (DHA) is a group of 500 members of which 90 per cent are women. These women purchase agricultural products, package them and load them on inter-island tramp vessels to be exported to other islands and abroad. Owing to the perishable nature of agricultural products, and the absence of proper and suitable packaging, hucksters have been incurring a 40-50 per cent loss of their products. Through a revolving loan, regular training, market research and the strengthening of the women's organizational capacities, the Fund has been able to assist DHA to turn losses into profits and assist the women to be more efficient as well as to expand their business to extra-regional markets as far away as the United Kingdom of Great Britain and Northern Ireland.

34. Another type of project aims at increasing the capacity of existing institutions to serve women. For example, in the Caribbean, UNIFEM plans to assist the Co-operative Credit Union League of Trinidad and Tobago in the reorganization and strengthening of its institutional structures in order to increase productive investments. The assistance will include research on women's participation in the credit union movement. Since the challenges the Trinidadian League faces are very similar to the ones faced by other credit union movements in the Caribbean, the initiative could have a regional character and should be channelled through the Caribbean Confederation of Credit Unions. The experience will serve as a pilot project which may be replicated. A system for exchange of information will be established with Canadian University Services Overseas (CUSO) and the International Labour Organisation (ILO), both of which plan to undertake activities with credit unions in the Caribbean.

35. Also at the technicians' level, UNIFEM is supporting a review of current rural extension services in the region. On the basis of the findings of case studies to be carried out, recommendations will be made on how to adjust rural extension services and the training of rural extension workers, in order to enhance women's participation in and benefit from rural development. Actual training of technicians has been carried out in a technical assistance project in north-east Argentina which is supported by UNIFEM and implemented by the Inter-American Institute for Co-operation in Agriculture (IICA).

36. The Fund is stressing its monitoring role in the Latin American and Caribbean region. Staff members undertook missions to projects in Argentina, Belize, Chile, Costa Rica, the Dominican Republic, El Salvador, Guatemala, Honduras, Mexico and Trinidad and Tobago.

37. The Latin America and Caribbean Section also undertook an evaluation of the Integrated Rural Development project in Ecuador. This project was scheduled to terminate in December 1989, but will be extended for six months in order to implement fully the recommendations of the evaluation. The evaluation shows that several productive groups are currently functioning at an economically viable level. In the Andean activities, men were encouraged to participate within the groups and showed a supportive attitude to women's productive activities. The evaluation also revealed that the project had been overly ambitious from the beginning by including regions which are too far from each other and have totally

different cultures. The co-ordinator was consequently overburdened with monitoring tasks. In order to ensure a project output which can be used in other activities/regions, two training seminars are planned, geared at strengthening incorporation of women's issues.

38. UNIFEM has an active portfolio of 57 projects with an approximate value of $7 million in the Latin America and Caribbean region. In 1989, 10 new projects were approved for implementation with a total of $1.9 million.

D. Global programmes

39. The following specialty activities are reported here under the subheading of "Global programmes" to demonstrate further how the Fund's commitment to innovative ideas is translated into activities that have the potential for replication and/or adaptation in different regions throughout the world.

1. Women and Food Cycle Technologies (WAFT)

40. This programme began as a global initiative to give women access to food cycle technologies that would increase their output, relieve the drudgery and time of labour inputs and where possible increase their income. The food and agriculture sector is accorded top-most priority in UNIFEM frameworks for all regions. It is in this sector that women of the developing world make their greatest contribution to the gross national products of their countries. Making technologies available to women can achieve significant reduction in post-harvest losses, and can increase food security and food production. Women's access to improved technologies as well as appropriate extension and agricultural services is critical as a means of achieving these goals.

41. During the preparatory phase of the UNIFEM programme on Women and Food Cycle Technologies it became evident, in view of the General Assembly's recommendations with regard to the critical situation of Africa, that UNIFEM's activities in the area should concentrate on that continent first. Efforts were made to mobilize additional resources for the programme and in February 1987, UNIFEM received from the Government of Canada a grant of $Can 2 million for a regional women and food cycle technology programme to be operated in Africa in the context of the Canadian programme "Africa 2000".

42. The immediate objectives of the programme were to:

(a) Identify, formulate, monitor and evaluate field projects;

(b) Stimulate and assist Governments and NGOs to prepare and execute field projects;

(c) Develop and disseminate technical information on selected food cycle technologies;

(d) Ensure the viability of WAFT-related projects in order to increase the impact and to avoid duplication;

(e) Contribute to the efficient execution of WAFT-related projects through pre-project training and ongoing evaluation.

Activities and lessons

43. Activities to date have concentrated on the implementation and monitoring of the progress of field projects which target poor rural women and extension workers. The participants receive special training in order to improve their capacity to identify viable food technology projects and to implement them effectively.

44. Fourteen ongoing projects are at present providing technical assistance and improved technologies to rural women's groups which identify these inputs as a means of reducing their work-load and earning additional income. A small-scale project in Lesotho is one example of an integrated community development project which, as it has evolved, has drawn from the technical expertise of various agencies to assist with the specific technical problems faced by the community.

45. After two years of operation, it is still very early to report on the impact of WAFT programme activities. However, during 1989, UNIFEM initiated a series of reviews to be completed during 1990 to assess the extent to which the programme is increasing women's access to food cycle technologies and to determine the effectiveness of the approaches adopted. The review of some field project activities has already revealed that technical support and timely monitoring of project implementation provided under the WAFT programme have permitted the participants to improve on project design and to clarify the conditions under which project activities should be undertaken. In both the United Republic of Tanzania and Lesotho, it was recognized that the participatory approach used for data gathering, as well as for implementing project activities, was a positive factor that enhanced project delivery. While this method of implementation was a lengthy one that delayed the speed of project implementation, a foundation for sustainability was established.

46. With regard to the institutional framework under which projects are implemented, it was recognized that the identification of the appropriate implementing modality is still a difficult process. It was further concluded that activities and inputs for strengthening the executing agencies should be directed not only at achieving the short-term objectives of the projects, but also should be designed to build an effective institutional framework for sustaining the existing projects and for creating new ones.

47. Training in participatory action research, designed to assist the community and women's groups in identifying their specific needs, as well as in such specific areas as bookkeeping and management, food processing, operation and maintenance of machinery, is an important element that has received necessary attention in the implementation of all projects. However, in view of the low educational level of the target groups, it was suggested that the duration of training courses be increased in order to maximize their impact. Activities geared to the review of

training programmes of ongoing projects are undertaken to refine the methodologies used. The identification of suitable institutions for short training of project beneficiaries and technical project staff is also in progress.

48. Since the selection of viable technologies requires a variety of expertise, UNIFEM must continue to increase and encourage the involvement of technical and economic experts at the very initial stage of project development, particularly during the participatory research phase, to assist in the selection of machinery. However, it was recognized with satisfaction that the field projects to date have tried to identify and select locally developed and/or manufactured technologies and have established strong links with local technological research and development institutions. Improved working relationships with such institutions should lead to a better inclusion of women's concerns in the design criteria for machines and implements to be used by women.

49. Finally, it was recommended that more engineers and technologists be included on the WAFT programme team to improve the backstopping of the technological elements of field projects.

50. UNIFEM, in collaboration with intermediate development groups (ITDG) and the Italian Association for Women in Development (AIDOS) is also facilitating the development, translation and distribution of source-books on tested food processing technologies easily accessible to institutions of developing countries. Titles in this series include:

(a) Oil extraction cereal processing;

(b) Fruit and vegetable processing;

(c) Fish processing;

(d) Root crop processing;

(e) Cereal processing.

These documents are available in French, English and Portuguese. The response to these books has been overwhelming and reflects the importance of continuing with the preparation and printing of the remaining books in the series as funds permit. These new volumes will cover: animal husbandry and processing of animal products; storage, drying and packaging; rural transport and marketing; and women's role in developing food cycle technologies.

51. Although distribution of the existing source-books has been mainly in Africa, agencies elsewhere have come to know about them. In particular, there is great demand from the Latin America region for a Spanish version of the books. It is therefore proposed to translate and print all nine source-books while at the same time adapting them to the special requirements of this region.

52. The source-books have already accomplished a great deal by way of increasing information on food technologies, but this information is directed at project

directors rather than intended users of technologies. There is still a need to devise avenues by which project directors, extension workers and commercial companies can reach rural and urban women with practical information on commercially available technologies. Strategies must also be devised to link women to commercial channels. UNIFEM has already initiated discussions with the International Women's Tribune Centre and others on ways of tackling this problem. Further action is planned for 1990. During this process UNIFEM will study approaches used by the private sector which could be adapted to WAFT activities.

53. An additional contribution to food technology information will also be made possible by the production of a new UNIFEM occasional paper on methodologies for the introduction of improved fish smoking techniques. This will follow the evaluation of five UNIFEM fish smoking projects in West Africa to be undertaken in collaboration with the International Center for Ocean Development (ICOD/Canada).

Future directions

54. During 1990, the WAFT programme will attempt to consolidate the African experience and on the basis of that experience begin investigations into women's access to technology in Asia and Latin America. These investigations will permit the formulation of a comprehensive UNIFEM global programme that will give women easier access to appropriate technology. Future directions will take into account lessons learned about the technical capacities necessary for introducing technology to women. These are: participatory action, research, credit delivery systems, small business management skills, technical expertise in agriculture, training facilities, and information dissemination and production. The updated programme will be presented to the UNIFEM's Consultative Committee on UNIFEM in August 1990 and is expected to begin operation during the course of 1991.

2. Credit Support System (CRESS)

55. During the period under review, UNIFEM has continued its support for revolving loan funds and for guarantee-cum-risk funds; explored new financing options for credit; begun work on credit guidelines; and developed a strategic approach for future activities to incorporate women in the economic mainstream.

Activities and lessons

56. Principal activities during the year have included support to the Government of Uganda on a study to identify and evaluate constraints to women's participation in credit schemes, and the formulation of a major credit project in the United Republic of Tanzania. The Government of Denmark has committed $4.2 million to the project, which will develop credit systems; stabilize and establish viable women's groups; mobilize savings; and provide technical assistance and training to government implementing agencies. The project will be executed and implemented by the Government of the United Republic of Tanzania over a four-year period with the support of the UNDP office in Dar es Salaam. It will become operational in early 1990.

57. The findings of field monitoring of three projects with credit components in three countries highlight lessons that have important implications both for adjusting project implementation and for future project development. For example, in Lesotho, the Agricultural Development Bank has agreed to leverage UNIFEM's guarantee-cum-risk fund by two times and provide credit to target women. The bank is exploring a method of coping with the juridical status of Basotho women which legally restricts them from obtaining commercial and development bank loans. The bank is also exploring ways of providing credit to women without requiring spouse approval.

58. A similar agreement has been reached with the Agricultural and Co-operative Development Bank in Liberia. The most delicate question for negotiation was interest rates to be charged on loans. The concern of the Fund and the bank was to strike a balance between what was thought to be a feasible interest rate, affordable by the target women from the internal rate of return of their businesses, and what the bank considered to be a reasonable interest rate to sustain its overhead costs in servicing loans to the target groups. Moreover, because of a high inflation factor, there is bound to be a negative real interest rate, which in turn may affect negatively the purchasing power of the guarantee fund. In the future, this might require augmentation of the guarantee fund from donor funds.

59. The loan activity of UNIFEM's guarantee fund with the Swaziland Development and Savings Bank has slowed down and there has been a general drop in repayment rates. The overall economic climate might have contributed to this result, but micro-level reasons related to the problems of record keeping and reconciling the bank's loan records with those of the project, as well as insufficient project management experience, have also contributed to making supervision of loans lax. Unsupervised borrowers were defaulting or were only partially repaying. Some women were repaying only partially by borrowing from another loan scheme or from remittances from relatives. While the existence of such options enhances the cash flow and hence the liquidity position of the women, they raised the question of whether or not the economic activities provided by the umbrella training project, and being pursued by the women, are making profits for the women. Equally important is the question of whether or not the women are separating their business from their private money and the adequacy of their record-keeping metho[illegible]s a first step, it is proposed that the letter of agreement with the bank should [illegible] amended to ensure rational and regular accounts reported by the bank to the borrowers and to the project staff, and to strengthen screening of loan applications and to minimize the transaction cost of the bank in loan servicing. The proposed amendment will be negotiated with the bank after the project evaluation is carried out. The bank, moreover, acknowledging the legal and social constraints of women in getting banking services and resources, and in the absence of significant administrative reforms, is considering appointing internally, both at headquarters and at branch offices, female employees as focal points in charge of representing the interests and complaints of women clients against internal biases of male bank employees. Such focal points would function as ombudspersons. This is an innovative strategy for a development bank and deserves full support.

60. Guidelines for specific credit projects and credit components of projects are being developed by the Fund with the assistance of a management consulting firm.

The objectives of the proposed guidelines are to assist UNIFEM, UNDP and other United Nations agency staff, NGO and government officials, as well as consultants and project personnel, in tackling problems related to the establishment and management of UNIFEM-supported credit projects, for women in particular, and for low-income groups in general. These guidelines are intended to assist the Fund, as well as other end-users, in improving the design, implementation, monitoring and follow-up of UNIFEM-funded credit projects and projects with credit components.

Future directions

61. Historically, UNIFEM credit projects and credit components of umbrella projects have covered, in addition to the direct support to low-income women through community revolving loan funds, the long-term concerns of bringing women into the mainstream financial markets. This gathered momentum in 1989, however, with the elaboration of a clear policy framework which gives prominence to meeting the "strategic needs" of women. Within this policy framework, and taking into consideration the changing environment, four broad objective areas were identified or revitalized. These are discussed below.

(a) Role of women in private sector development

62. The private sector as the principal engine for economic development seems to have gained wider recognition in the priorities and programmes of many low-income countries. Since women are extensively engaged as producers and distributors of basic commodities in many developing countries, UNIFEM has taken the initiative to promote women's role in the development of viable private sector initiatives. It is anticipated that this will have a positive impact on per capita incomes, domestic markets and international trade.

63. As a follow-up to an earlier study on selected co-operation with multinational bank branches or affiliates in developing countries, discussions with selected women bankers in New York are under way; moreover, preparations for carrying out an inventory and business profile of women entrepreneurs in selected developing countries are in progress. These activities are expected to determine potential linkages between the business community and women entrepreneurs in selected areas, and to create a constituency of interest and support for UNIFEM's credit activities.

(b) Access to institutional credit and policy support

64. Within the context of each credit project, negotiations with banks and financial institutions will be intensified on behalf of women's groups and organizations. Banks and financial institutions will be requested and encouraged, through appropriate incentive structures, to leverage their own financial and technical resources. The development co-operation framework for making formal credit accessible to women as well as the use of the banks' technical expertise will be continued. Policy dialogue with appropriate government and central bank officials will be intensified to gain support for women's access to mainstream resources. On the demand side, direct support projects will continue to provide assistance to strengthen and stabilize grass-roots women's organizations and also to encourage savings mobilization.

(c) Informal financial markets and women

65. Informal financial markets are generally believed to be widespread in developing countries and are important to the socio-economic needs of poor women and other low-income groups. In the midst of national economic problems in many developing countries, informal credit and savings seem to perform very well. In addition, while many formal credit programmes for low-income groups and small farmers supported by Governments and donors are facing high default rates, informal credit appears to be thriving. This phenomenon of good performance and sustainability has increasingly drawn the attention of donors and recipient Governments to the working mechanisms of informal credit and savings. As a result, UNIFEM commissioned a study in the Philippines and Cameroon to analyse the type and nature of the informal financial markets, both credit and savings, and to explore possible linkages between informal and formal financial markets. In association with the World Bank, both studies have been presented at international seminars on informal finance.[7] Based on the studies, two occasional papers will be produced for widespread distribution.

(d) Effects of inflation on women

66. There is evidence that the purchasing power of revolving loan funds has been decreasing because of high inflation rates, often triggered by adjustment programmes when loans from credit funds have generally been extended at concessionary rates well below bank interest rates. The net result of this is decreasing value in the credit funds available from the projects. This situation could grow worse because of debts which go bad for a variety of reasons. This implies that the sustainability of the credit funds will be questionable. Under such circumstances, it is even more difficult for low-income women to operate profitably, especially if they are charged very high interest rates on their loans. Various initiatives have been taken to moderate the effects of inflation. There are project-level initiatives on the one hand, and beneficiaries-level efforts on the other. These initiatives include bridge funds, dollar accounts and loan repayments in kind. It is planned that these and other mitigating mechanisms and strategies will be studied, documented and disseminated for wider use. A preliminary assessment of the effects of structural adjustment on UNIFEM-supported projects has also been carried out. Study results will be published as a discussion paper.

3. Monitoring and evaluation

67. UNIFEM has renewed its emphasis on the need to monitor closely and evaluate its experimental and catalytic interventions for the purpose of identifying the most critical variables for sustainable development programmes for women. In collaboration with UNDP, the Fund's experiences, its tested models and its approaches are being documented for replication and upscaling by Governments and other large funders.

Mainstream assessment

68. The current assessment of UNIFEM's mainstream initiatives should be completed by June 1990. It will provide an overview of the organization's five years of experience in mainstreaming for women at various levels. The assessment will be based on desk-reviews of project initiatives; discussions with partner agencies; and field-level assessments of the impact of UNIFEM's work in selected developing countries.

69. The Fund has already documented its initial selective involvement in UNDP mainstream programming activities such as round-table and country programme exercises and National Technical Co-operation Assessment and Programmes (NaTCAPs) with the objective of developing strategies and model approaches for systematization by other funds and programmes.

Knowledge Bank

70. The Knowledge Bank baseline data system and its monitoring and evaluation methodology, which allows cross-referencing among similar projects and compares problems, solutions and results, is the Fund's institutional memory. Issues and trends relevant to programme management and policy-making can be drawn, analysed and shared with other agencies from the accumulated knowledge, and can be used for the development of more efficient and effective programmes and strategies.

71. The Knowledge Bank, developed as a prototype system for project monitoring and impact evaluation, is now in its operational phase. It will be directly accessible to UNIFEM's programme management officers through the newly acquired computer network. The Monitoring and Evaluation Unit continues to provide off-line user services from its project reference data base, which contains basic data and a synopsis of all UNIFEM-supported projects since 1980. Following an initial testing period in 1990 by internal users, which is expected to provide the necessary feedback for the enhancement of the operational system, the Knowledge Bank will be evaluated in co-operation with the UNDP Division of Management Information Services. Meanwhile, a demonstration package and a publication explaining the features and potentials of the Knowledge Bank model are available and will be widely circulated.

72. The Knowledge Bank monitoring and evaluation model was presented in November 1989 at the International Research and Training Institute for the Advancement of Women (INSTRAW) inter-agency conference on evaluation methodologies specifically for WID programmes. Among the 30 organizations surveyed by INSTRAW, UNIFEM was singled out for having developed a systematic monitoring and evaluation methodology for WID. The survey further suggested that the applicability of the Knowledge Bank to other organizations should be studied. The model was also discussed in Norway in March 1990, at the workshop of the European Association for Development and Research Institutes (EADI) Programme on the Evaluation of Development Assistance organized by the Norwegian Institute of International Affairs.

E. Inter-organizational co-operation

1. United Nations system

73. During the year under review, UNIFEM has worked closely with other agencies in system-wide efforts directed at supporting women to participate in and benefit from development initiatives. UNIFEM is now a member of the Joint Consultative Group on Policy (JCGP) WID subgroup and, on an independent basis, maintains contact with WID focal points in specialized agencies.

74. In November 1989, UNIFEM was officially invited to participate in the Environmental Action Team (EAT) of UNDP, which is responsible for expanding UNDP's capacity and programmes for dealing effectively with the challenge of environmental issues into the 1990s. UNIFEM's participation with UNDP in developing guidelines to promote strengthening of environmental concerns will facilitate country-level and project-level collaboration. At the two November meetings convened to brainstorm on the draft guidelines, UNIFEM, supported by the UNDP Division for Women in Development, drew attention to the need to modify substantially the document to include guidelines specific to women and the environment. If accepted and acted upon, the proposed modifications will promote greater recognition at the national level of women's interactions with the environment since the guidelines will cover areas such as policy, laws and institutions, as well as economic and social development.

75. UNIFEM has continued to contribute to the work of the United Nations Steering Committee and Inter-Agency Task Force (IATF) on the implementation of UNPAAERD. Accordingly, the Fund participated in all major meetings of this body, including the 12th meeting of the United Nations Steering Committee, held at Geneva in July 1989, under the chairmanship of the Director-General for Development and International Economic Co-operation. The agenda for this meeting, which included discussions on the African Alternative Framework of Structural Adjustment Programmes for Socio-economic Recovery and Transformation; the work of the African Commodities Expert Group; and the preparation of the International Conference on Popular Participation, enabled the Fund to suggest that two eminent African women, namely, the Minister for Agriculture of Uganda and the Minister for Economy and Planning of Cameroon, be invited to give their views on the study regarding the trends concerning African agricultural commodities which will be supervised by the United Nations Conference on Trade and Development (UNCTAD).

76. The participation of UNIFEM in all these meetings has helped to ensure that the WID perspective will be taken into account when global issues are discussed and plans developed. UNIFEM was also requested to serve as the lead agency for the preparation of the progress reports on strengthening the capacities of African women farmers and the engagement of women as agents of development at all levels. These reports will provide a major contribution to the comprehensive final report of the Secretary-General on UNPAAERD.

77. UNIFEM, in collaboration with UNICEF's Afghanistan Unit, brought together technical specialists, researchers on women in Afghanistan, and agency personnel for a brainstorming workshop in New York in August 1989. Outputs of the workshop

include identification of the health and education situation of rural, urban and refugee women; the productive and economic functions performed by women; the priority needs of women; and feasible strategies and programmes to meet women's needs and to enhance their contributions to national rehabilitation and development. UNIFEM is following up by fielding a specialist, released by the Economic and Social Commission for Asia and the Pacific (ESCAP) for the assignment, to develop programmes for action. UNICEF is using workshop results in the preparation of its Afghanistan country programme. Results have been shared with the office of the Co-ordinator for United Nations Humanitarian and Economic Assistance Programmes relating to Afghanistan, and with other United Nations agencies. A report entitled "Planning and Afghan Women" was published in December 1989 (UNICEF Conference Reports Series No. 2).

78. UNIFEM participated in the regional conference of the United Nations Population Fund (UNFPA) on "Safeguarding the Future", which was held at Amman, Jordan, from 2 to 4 October 1989 under the joint sponsorship of UNFPA and the Noor Al Hussein Foundation. The meeting reflected UNFPA's efforts to promote social, economic and environmental progress within the region.

79. UNIFEM was invited by UNDP to take a leading role in ensuring the integration of women in the Critical Poverty Programme for Latin America and the Caribbean. The Fund hired a senior consultant who, in collaboration with other agencies, will develop a programme strategy to be presented to the regional intergovernmental meeting scheduled for August 1990 in Guayaquil, Ecuador. UNIFEM chaired the inter-agency preparatory meeting which took place on 4 and 5 December in Santiago, Chile.

2. Non-governmental organizations

80. NGOs have rendered reliable assistance to UNIFEM in reaching rural women at the grassroots. They represent the initiative of the people to organize towards their own development. Some programmes of the UNDP Division for Non-Governmental Organizations which strengthen NGO management and support their activities in the environmental sector provide the reinforcement that UNIFEM requires to succeed in fulfilling its mandate to give direct support to disadvantaged women. A well-managed NGO is a valuable partner in achieving development objectives. A few illustrative examples of the Fund's growing support to NGOs are described below.

81. UNIFEM participated in a joint appraisal mission in Bangladesh to assess the proposal of the Bangladesh Rural Advancement Committee (BRAC). This interdisciplinary team representing donor agencies evaluated BRAC's capacity to establish and operate a commercially viable banking institution to supply credit to landless groups organized under its rural development programme.

82. The Fund is supporting the National Women's Movement of Suriname, which has identified the support of income-generating and employment-promoting activities as a priority. This project aims at improving the standard of living of poor, unemployed women, contributing to the national production, diversification of production and foreign exchange savings.

83. With encouragement from UNIFEM to consider food processing as a commercial activity, the Africa Federation of Business and Professional Women has prepared a strategy promoting commercial food processing among its members. UNIFEM provides guidance and some funding to promote this process.

III. ADMINISTRATIVE AND FINANCIAL MANAGEMENT

A. Management

84. A number of changes were made in 1989 and certain new procedures were introduced, all of which will enhance considerably the management process in UNIFEM. In addition there were a number of key staffing changes.

1. Procedures

85. Two strategic planning workshops were held in 1989 - one involving staff and the other involving the members of the Consultative Committee. From these emerged a "Mission Statement" setting out UNIFEM's objectives and philosophy, together with a strategic plan in order to achieve these objectives. In addition, individual and unit workplans for 1990 were prepared by all staff consistent with the overall strategic plan. As a result of these two exercises, the planning process is now well integrated into UNIFEM's management systems. As both the workplans and the strategic plan are dynamic instruments, the planning process is continuous. Further exercises are scheduled during 1990 and for subsequent years.

2. Personnel

86. In 1989 staffing changes and a restructuring of UNIFEM's work units were implemented in order to support programme, management and outreach objectives. A Deputy Director, a Chief of Finance and Administration, and a Programme Officer for Asia and the Pacific were appointed. The restructuring will be completed and all staff in place by mid-1990. The key innovation in this exercise is the redeployment of technical staff to create a Technical Support Unit which will strengthen programme support and enhance UNIFEM's capacity to identify, assess and disseminate lessons learned through improved monitoring and evaluation systems.

3. Finance and administration

87. During 1989, a new Project Budget Management System was defined and a contract awarded for its completion and installation. The new system was installed in December 1989 and underwent initial testing, modification and enhancement in February/March 1990. After appropriate training for the staff, it will become fully operational in July 1990. The system will give staff direct and timely data on project budgets and provide the basis for improved project and financial management, which are priority organizational objectives.

4. Partial funding evaluation

88. At its thirty fifth session (1988), the Governing Council approved the introduction of a partial funding modality for UNIFEM and asked that this be evaluated and that UNIFEM report back at its thirty-seventh session. The UNDP Division of Finance, in close consultation with UNIFEM, undertook the arrangements for this evaluation, which was carried out during the latter part of 1989 by the international accounting firm of Deloitte and Touche. Its report was received early in January 1990. The consultants recommended that partial funding should be continued in UNIFEM. They noted that UNIFEM has a sufficiently diversified donor base and an absence of reliance on a single donor for a major portion of the Fund's income stream. The underlying trend in UNIFEM's contributions shows a consistent decrease in the share of income generated by the Fund's largest contributors. Consequently, the consultants felt that the decision to proceed with programme implementation on the basis of the partial funding is warranted. They have also prepared recommendations concerning the formula for determining the level of the reserve fund. The new formula, which has been accepted by UNDP and UNIFEM, essentially calls for a sliding percentage scale to be applied to the Fund's forward commitments for a period of three years. This more precise methodology is possible in light of the introduction of the Project Budget Management System, mentioned above.

89. In addition, the consultants also recommended that the reserve level be adjusted on a regular basis, at least twice each year, to ensure that the level of funds is consistent with the major changes of commitments during the course of the year, and that therefore UNIFEM's fund balance at any time should amount to no more than the required reserve balance.

90. The implication of the introduction of the new formula and the recommendation regarding UNIFEM's fund balance will mean that an amount of approximately $2.3 million will be released for programming purposes. So as not to create a "balloon" effect on UNIFEM's programming, it is proposed that these resources be programmed over the next two to three years, in addition to the regular level of programming resources made available during that period. With these changes, UNIFEM will move to full implementation of partial funding which will obviously give greater flexibility to UNIFEM's ability to develop programmes in response to women in the developing countries.

B. Financial status

91. UNIFEM's total income during 1989 was approximately $11.78 million, representing:

(a) Voluntary contributions to general resources, $6.6 million (annex I);

(b) Cost sharing and sub-trust funds, $3.4 million (annex II);

(c) Individuals, NGOs and national committees, $0.5 million (annex III);

(d) Other income, $1.28 million (annex IV).

92. This represents an overall increase of 35 per cent over the total income of 1988. The increase, in large part, is due to a substantial increase in sub-trust funds (for earmarked projects) primarily because of one project in the United Republic of Tanzania which is being funded by the Danish Government.

93. For 1990, the total voluntary contribution expected is $7.06 million, which represents an increase of 14 per cent over the level of voluntary contributions received in 1989 (annex IV). This does not include earmarked contributions under sub-trust fund arrangements.

94. Annex IV shows the estimated resources for 1990 and 1991, as well as the actual figures for 1987 and 1988, and the projected 1989 figures.

95. At its thirty-sixth session, by decision 89/59 of 30 June 1989, the Governing Council authorized the Administrator to submit, on an exceptional basis, substantive proposals in respect of UNIFEM's 1990-1991 biennial budget to the Council at its thirty-seventh session (1990). In doing so, the Council took into account the fact that the new Director had taken office only at the beginning of February 1989 and agreed with the Administrator that it would be appropriate if she were given an opportunity to review the Fund's operations and to consult with its various constituencies before making any budget proposals. These proposals have now been incorporated in the report of the Administrator on revised budget estimates for the biennium 1990-1991 (DP/1990/65).

IV. CONSULTATIVE COMMITTEE ON THE UNITED NATIONS DEVELOPMENT FUND FOR WOMEN

96. The twenty-fifth and twenty-sixth sessions of the Consultative Committee on the United Nations Development Fund for Women were convened from 13-19 April and 28 August to 1 September 1989, respectively.

97. The Consultative Committee took note of the quality and analysis of the documentation it received, particularly at the twenty-sixth session. While it encouraged the Fund's assistance to national machineries and its co-operation with regional banks, it also advised UNIFEM to broaden its activities, keeping in mind its financial position and management limitations.

98. The Consultative Committee recommended that an assessment of the technical and organizational capacity of implementing agencies be made in order for UNIFEM to ensure the successful implementation of its projects. It reiterated its support for the development of projects incorporating donor co-financing arrangements. The Committee expressed its appreciation for the substantial increase in pledges and for new pledges as well as for earmarked contributions from Governments and non-governmental sources; it also endorsed the new Director's fund-raising strategy.

99. With respect to the mandate of the Consultative Committee as a policy advisory body, and its decision to devote one full session a year to policy discussions, a strategic planning workshop was organized to coincide with its twenty-sixth session to discuss broader policy issues as well as the Fund's mission and strategic objectives for the 1990s.

Annex I

UNITED NATIONS DEVELOPMENT FUND FOR WOMEN: VOLUNTARY CONTRIBUTIONS RECEIVED DURING 1989 a/

(United States dollars)

Countries	Balance at 31 December 1988	Additions and adjustments to pledges, 1989	Collected during 1989	Balance at 31 December 1989	Pledges for 1990
I. AFRICA					
Algeria	5 000	-	5 000	-	-
Angola	500	-	-	500	-
Botswana	2 632	(55)	-	2 577	-
Burkina Faso	500	-	-	500	-
Cameroon	6 826	(290)	-	6 536	-
Central African Republic	138	(6)	-	132	-
Congo	14 652	(580)	-	14 072	-
Egypt	4 000	-	2 000	2 000	2 000
Ghana	5 000	-	5 000	-	-
Guinea	2 000	-	-	2 000	-
Lesotho	1 932	(99)	-	1 833	1 000
Libyan Arab Jamahiriya	50 000	-	-	50 000	-
Mauritius	-	-	190	(190)	190
Niger	1 000	-	-	1 000	1 000
Senegal	16 613	-	-	16 613	-
Seychelles	272	-	-	272	-
Togo	683	(23)	660	-	654
Uganda	745	-	745	-	-
United Republic of Tanzania	2 442	-	-	2 442	-
Zaire	2 000	-	1 500	500	1 000
Zambia	-	327	327	-	-
Zimbabwe	4 603	(118)	4 485	-	-
Subtotal	121 538	(844)	19 907	100 787	5 844

Countries	Balance at 31 December 1988	Additions and adjustments to pledges, 1989	Collected during 1989	Balance at 31 December 1989	Pledges for 1990
II. ASIA					
China	30 000	-	30 000	-	30 000
India	20 000	-	20 000	-	20 000
Indonesia	5 000	-	5 000	-	5 000
Japan	-	350 000	350 000	-	-
Lao People's Democratic Republic	4 500	-	4 500	-	1 500
Malaysia	2 000	-	-	2 000	-
Maldives	1 200	-	1 200	-	1 200
Pakistan	13 722	(1 266)	12 456	-	5 952
Philippines	16 039	-	1 000	15 039	1 000
Republic of Korea	2 000	-	2 000	-	2 000
Subtotal	94 461	348 734	426 156	17 039	66 652
III. WESTERN ASIA					
Democratic Yemen	7 254	(5 023)	2 231	-	2 231
Iraq	3 000	-	-	3 000	-
Syrian Arab Republic	500	-	-	500	-
Subtotal	10 754	(5 023)	2 231	3 500	2 231
IV. LATIN AMERICA AND THE CARIBBEAN					
Barbados	1 000	-	1 000	-	-
Colombia	2 000	-	2 083	(83)	2 000
Dominican Republic	790	-	-	790	-
Ecuador	2 000	-	-	2 000	-
Guatemala	1 000	-	-	1 000	1 000
Guyana	1 346	(459)	688	199	-
Honduras	1 000	-	1 000	-	-
Jamaica	733	(118)	-	615	-
Mexico	-	397	397	-	-
Panama	500	-	-	500	-
Paraguay	1 200	-	-	1 200	1 300
Trinidad and Tobago	569	-	-	569	-
Subtotal	12 138	(180)	5 168	6 790	4 300

Countries	Balance at 31 December 1988	Additions and adjustments to pledges, 1989	Collected during 1989	Balance at 31 December 1989	Pledges for 1990
V. EASTERN EUROPE					
Yugoslavia	21 500	-	-	21 500	-
Subtotal	21 500	-	-	21 500	-
VI. WESTERN EUROPE AND OTHERS					
Australia	239 130	(4 500)	234 630	-	228 346
Austria	21 000	-	21 000	-	20 714
Belgium	193 905	(9 316)	77 922	106 667	106 667
Canada	-	916 667	916 667	-	-
Denmark	-	150 000	150 000	-	150 000
Finland	756 098	(28 398)	727 700	-	1 176 470
France	51 195	(3 500)	47 695	-	49 100
Germany, Federal Republic of	581 395	(46 693)	534 702	-	614 525
Greece	3 500	-	3 500	-	3 500
Ireland	-	10 003	10 003	-	10 924
Italy	20 000	-	-	20 000	232 558
Netherlands	769 231	(61 684)	707 547	-	742 574
New Zealand	-	29 490	29 490	-	-
Norway	1 230 769	(33 164)	1 197 605	-	-
Spain	53 097	(2 589)	50 508	-	52 174
Sweden	-	546 022	546 022	-	546 875
Turkey	6 155	(80)	6 075	-	5 000
United Kingdom of Great Britain and Northern Ireland	184 162	(20 457)	163 705	-	156 250
United States of America	824 000	(493)	718 507	105 000	800 000
Subtotal	4 933 637	1 441 308	6 143 278	231 667	4 895 677
GRAND TOTAL	5 194 028	1 783 995	6 596 740	381 283	4 974 704

a/ Provisional.

Annex II

EARMARKED CONTRIBUTIONS FOR UNIFEM PROJECTS AS AT 31 DECEMBER 1989 a/

(United States dollars)

Donor countries	Fund type	1985-1987	1988	1989	1990 pledged	1991 pledged	1992 pledged	Total
I. AUSTRALIA								
GRN/83/W03 - Women's Resource Centre		-	3 712	-	-	-	-	3 712
RLA/86/W02 - Women in Caribbean Agriculture		-	1 856	-	-	-	-	1 856
RAS/87/W04 - Master Plan for Asia and the Pacific (Formulation Mission)		-	16 566	-	-	-	-	16 566
RAS/89/W01 - Incorporation of Women in Mainstream Development Planning ($A 600,000)	Sub-trust fund	-	-	483 871	-	-	-	483 871
RAS/88/W01 - Increasing Women's Access to Vocational Training in the Pacific		-	-	15 038	-	-	-	15 038
Subtotal			22 134	498 909				521 043
II. CANADA								
RAF/86/W04 - Women and Food Cycle Technologies	Sub-trust fund	934 837	619 835	114 985	-	-	-	1 669 657
RAF/89/W02 - Support for Women Entrepreneurs, Southern African Development Co-ordination Conference (SADCC)		-	-	26 615	-	-	-	26 615
Subtotal		934 837	619 835	141 600				1 696 272
III. DENMARK								
URT/89/W01 - Credit Scheme for Productive Activities of Women in the United Republic of of Tanzania	Sub-trust fund	-	-	2 540 190	677 435	541 156	382 735	4 141 516

.../

Donor countries		Fund type	1985-1987	1988	1989	1990 pledged	1991 pledged	1992 pledged	Total
IV.	FINNISH NATIONAL ASSOCIATION FOR UNIFEM								
	URT/87/W01 - Women's Appropriate Food Technology		-	250 932	-	-	-	-	250 932
V.	ITALY								
	RAF/86/W03 - Translation and Publication of Women and Food Cycle Technologies (WAFT) Source-books	Management Services Agreement	100 627	-	-	109 373	-	-	210 000
	GAM/84/W04 - Sorghum and Millet Decortication and Milling		-	126 147	104 853	-	-	-	231 000
	Subtotal		100 627	126 147	104 853	109 373			441 000
VI.	JAPAN								
	GLO/86/W05 and W08 - Activities of the Branch for the Advancement of Women of the Centre for Social Development and Humanitarian Affairs	Sub-trust fund	335 000	-	-	-	-	-	335 000
VII.	NETHERLANDS								
	MLL/83/W01 - Installation des moulines à grains des foyers améliorés dans les régions de Mopti et de Koulikoro, Mali		40 122	-	-	-	-	-	40 122
	MLI/83/W02 - Assistance à la co-opérative artisanale des portières de Kalabougon, Mali		22 968	-	-	-	-	-	22 968
	GBS/85/W02 - Improved Artisanal Fishing, Bijagos Islands, Guinea-Bissau		38 596	-	47 773	-	-	-	86 369
	RAF/84/W06 - Africa Investment Plan Round-Table Conferences		50 000	-	-	-	-	-	50 000
	GLO/85.W02 - Women and Food Cycle Technologies		42 000	-	-	-	-	-	42 000

Donor countries	Fund type	1985-1987	1988	1989	1990 pledged	1991 pledged	1992 pledged	Total
MOZ/82/W01 - Women's Training Projects		6 061	-	-	-	-	-	6 061
COL/88/W01 - Video Tape Programmes on Women		-	-	72 865	-	-	-	72 865
Subtotal		199 747		120 638				320 385
VIII. NORWAY								
RAF/88/W02 - Trade Development and Promotion Strategy for Women Entrepreneurs		-	98 852	-	8 840	-	-	107 692
RAF/88/W07 - Support to UNIFEM's SADCC Region		-	67 675	-	7 710	-	-	75 385
URT/88/W01 - Conference on Women and Food Technologies in the SADCC Region		-	25 093	-	7 215	-	-	32 308
Subtotal			191 620		23 765			215 385
IX. UNITED NATIONS								
SUD/86/W02 - Communited-based Integrated Rural Development in Kassala Province, Sudan		50 000	-	-	-	-	-	50 000
X. WORLD BANK								
RAF/84/W06 - Africa Investment Plan		2 000	-	-	-	-	-	2 000
GRAND TOTAL		1 622 211	1 210 668	3 406 190	810 573	541 156	382 735	7 973 533

a/ Provisional.

Annex III

UNITED NATIONS DEVELOPMENT FUND FOR WOMEN: NON-GOVERNMENTAL AND OTHER DONATIONS AS AT 31 DECEMBER 1989

(United States dollars)

DONOR	TOTAL	1981-1984	1985	1986	1987	1988	1989
PUBLIC CONTRIBUTIONS, 1975-1980	579 772	-	-	-	-	-	-
NATIONAL COMMITTEES							
Belgium Committee for UNIFEM	11 490	-	11 290	200	-	-	-
Danish National Association for UNIFEM	26 366	5 062	3 500	9 500	2 000	5 000	1 304
Finnish National Association for UNIFEM	709 875	105 073	66 031	52 611	103 504 a/	147 438 a/	235 218 a/
Swedish National Committee for UNIFEM	142	-	-	-	142	-	-
United States Committee on UNIFEM	55 000	15 000	5 000	5 000	5 000	5 000	20 000
United Kingdom Committee for UNIFEM	6 418	-	-	2 000	-	-	4 418
	809 291	125 135	85 821	69 311	110 646	157 438	280 940
WOMEN's ORGANIZATIONS							
Netherlands Council of Women	26 000	-	-	26 000	-	-	-
Soroptomist International Associations	32 602	812	25	31 500	175	75	15
Zonta International	648 980	10 150	871	10 500	175 000	200 000	252 459
	707 582	10 962	896	68 000	175 175	200 075	252 474
OTHERS							
Fund for the United Nations Decade for Women, Inc.	51 265	18 765	-	3 000	2 500	2 000	25 000
Japanese Association of House of Representatives	5 000	-	5 000	-	-	-	-
One Day Salary for Survival	16 000	-	-	16 000	-	-	-

DONOR	TOTAL	1981-1984	1985	1986	1987	1988	1989
United Nations Association of Finland	87 506	58 310	13 049	16 147	-	-	-
United Nations Association of Japan	350	-	-	-	-	-	350
United Nations of Norway	2 649	1 467	760	422	-	-	-
United Nations Association, United Kingdom (Women's Advisory Council)	4 378	3 755	623	-	-	-	-
United Nations Association of the United States of America	3 613	-	-	-	-	2 525	1 088
UNICEF Decade for Women Coin Programme	45 701	-	13 461	12 545	14 915	4 194	586 b/
William Pruit Memorial Fund	5 465	-	-	-	5 465	-	-
Other organizations	54 928	38 203	2 390	1 704	3 030	3 625	5 976
Individuals	16 333	9 864	451	2 981	2 157	545	335
	293 188	130 364	35 734	52 799	28 067	12 889	33 335
GRAND TOTAL	2 389 833	266 461	122 451	190 110	313 888	370 402	546 749

a/ Included in the donations for 1987-1989 is an amount of $250,932, recorded as cost-sharing against project URT/87/W01.

b/ Royalties.

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Annex IV

RESOURCE PLANNING TABLE FOR UNIFEM, 1987-1991

(Millions of United States dollars)

	Actual 1987	Actual 1988	Est. 1989	Est. 1990	Est. 1991
I. Fund's balance from previous year					
Resources from previous year	12.25	12.19	12.79	12.23	12.66
Deduct: operational reserve	0.00	0.00	6.70	5.94	6.14
Total financial resources (A)	12.25	12.19	6.09	6.29	6.52
II. Resources made available during the year					
Voluntary contributions received	4.77	6.01	6.60	7.06	7.56
Cost-sharing	0.05	0.21	0.40	0.20	0.30
Donations	0.23	0.18	0.55	0.40	0.40
Interest and other income	1.19	1.25	1.28	0.98	1.01
Decrease in operational reserve	0.00	0.00	0.00	0.76	0.00
Total made available during the year (B)	6.24	7.65	8.83	9.40	9.27
III. Utilization of resources during the year					
Project expenditure	4.96	5.05	5.85	5.96	6.82
Reimbursement of programme support costs	0.18	0.27	0.45	0.49	0.57
Technical Support Services	0.00	0.35	0.38	0.41	0.44
Administrative services costs	1.19	1.39	1.79	1.90	2.13
Total programme expenditure	6.33	7.06	8.47	8.76	9.96
Increase in operational reserve	0.00	6.70	0.82	0.19	0.22
Prior years' adjustments	-0.03	-0.01	0.10	0.02	0.02
Total use of resources (C)	6.30	13.75	9.39	8.97	10.20
IV. Total Fund balance at year-end (A+B-C)	12.19	6.09	5.53	6.72	5.6

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	Actual 1987	Actual 1988	Est. 1989	Est. 1990	Est. 1991
V. Movement in operational reserve					
Reserve from previous year	0.00	0.00	6.70	5.94	6.14
Change in reserve during the year	0.00	6.70	-0.76	0.19	0.22
Reserve level at year-end	0.00	6.70	5.94	6.14	6.36
VI. Outstanding recommended project approvals (RPAs) plus unspent allocations from previous years	12.25	12.19	12.79	13.21	13.64
Add: approved projects during the year	5.05	5.91	6.82	6.90	7.30
Deduct: project expenditure during the year	5.11	5.31	6.40	6.47	6.80
Balance of RPAs plus unspent allocations	12.19	12.79	13.21	13.64	14.14
VII. Sub-trust funds					
Opening balance at beginning of the year	0.23	0.86	1.25	3.88	3.98
Add: resources made available during the year	0.63	0.91	3.13	0.70	0.70
Deduct: utilization of resources during the year	0.00	0.52	0.50	0.60	0.60
Closing balance at year-end	0.86	1.25	3.88	3.98	4.08

UNITED
NATIONS

DP

Governing Council
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Development Programme

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POLICY

FINANCIAL, BUDGETARY AND ADMINISTRATIVE MATTERS

UNDP Financial Regulations

Report of the Administrator

SUMMARY

Pursuant to paragraph 5 of Governing Council decision 89/61 of 30 June 1989, the Administrator hereby provides the Council with his proposal on the amendments to the Financial Regulations concerning biennial submission, to the General Assembly and to the Governing Council, of the audited financial statements of the United Nations Development Programme.

INTRODUCTION

1. The Governing Council, in paragraph 5 of its decision 89/61 of 30 June 1989, requested the Administrator to submit to the Council at its thirty-seventh session appropriate amendments to the United Nations Development Programme (UNDP) Financial Regulations which would provide that, beginning with the biennium 1990-1991, audited financial statements for UNDP shall be submitted to the General Assembly and to the Governing Council on a biennial basis.

2. Indicated below are the relevant revised Financial Regulations proposed by the Adminstrator for consideration by the Council. The words and punctuation deleted from the existing versions of the regulations are shown in brackets while additional wording and punctuation is underlined.

3. Regulation 16.1: The Administrator shall submit accounts [annually] biennially in respect of the UNDP Account and in respect of all other funds administered by UNDP showing:

(a) The income and expenditures;

(b) The assets and liabilities;

(c) The status of allocations for programme activities and the amounts charged against those allocations;

(d) The status of appropriations approved by the Governing Council for the biennial budget and the amounts charged against those appropriations.

The Administrator shall also give such other information as may be appropriate to indicate the current financial position and shall maintain such accounts and records as are necessary to report to the Governing Council and the General Assembly on the financial status of funds administered by UNDP.

4. Regulation 16.3: The accounts shall be submitted by the Administrator, not later than 30 April of the year following the end of each [calendar year] biennium to the United Nations Board of Auditors for examination and opinion.

5. Regulation 17.1: The External Audit provisions of Article XII of the United Nations Financial Regulations have been annexed for information to these Regulations and shall, mutatis mutandis, apply to UNDP, except that:

(a) The reports of the Board of Auditors, together with the financial statements and the comments thereon of the Advisory Committee, shall also be transmitted to the Members of the Governing Council;

(b) Executing agencies which are organizations of the United Nations system shall transmit to the Administrator for submission to the Governing Council [annual] biennial accounts showing the status of funds allocated to them by the Administrator for the execution of UNDP activities. Such accounts shall bear audit

certificates from the organizations' External Auditors and shall be accompanied by their reports, if any, and copies of any relevant resolutions adopted by their legislative or governing bodies;

(c) In submitting the above [annual] biennial accounts to the Governing Council, the Administrator shall comment on the Auditors' substantive observations and on their follow-up[;].

[(d) Notwithstanding (b) and (c) above, executing agencies which are organizations of the United Nations system and which have adopted a biennial financial period but which do not receive audit certificates covering the accounts of the first year of the biennium shall submit interim accounts for that year. Such interim accounts may be unaudited, provided that audited accounts are submitted covering both years of the biennial financial period.]

6. Regulation 17.2: The Administrator shall ensure that Governments which are executing agencies, and other parties selected for project implementation under Regulation 8.10(e), shall require their auditors to follow, to the extent feasible, the audit principles and procedures prescribed for the United Nations with respect to funds obtained from or through UNDP and shall submit audit reports [annually] biennially together with the reports specified in the project document and under Article XV of these Regulations.